



THE CITY OF SAN DIEGO
REPORT TO THE CITY COUNCIL

DATE ISSUED: August 2, 2006 REPORT NO: 06-110

ATTENTION: Council President and Council Members
Agenda of August 8, 2006

SUBJECT: Multiple School Joint Use Agreement Renewals (Batch #4)

REFERENCE: 1) Council Policy 700-35, City Development of School Sites for Park Purposes;
2) 1948 Recreation Agreement with the San Diego Unified School District; and
3) Memorandum of Understanding between the City of San Diego and San Diego Unified School District for Development and Maintenance of Joint Use Facilities (MOU)

REQUESTED ACTION: Approve five, 25-year lease and joint use agreement renewals with the San Diego Unified School District (District) for development and maintenance of joint use facilities at Alcott Elementary School, Cadman Elementary School and Cadman Community Park, Juarez Elementary School, Serra High School and Valencia Park Elementary School.

STAFF RECOMMENDATION: Renew expired lease and joint use agreements by entering into new, 25-year lease and joint use agreements with the District to continue the joint use facilities at Alcott Elementary School, Cadman Elementary School and Cadman Community Park, Juarez Elementary School, Serra High School and Valencia Park Elementary School.

SUMMARY: The City's Progress Guide and General Plan recommends 10 useable acres of neighborhood park for every 3,500 to 5,000 residents. In areas of the city where parkland is deficient per the City's General Plan standards, joint use facilities have provided a venue for City recreation programs typically provided at neighborhood parks. A joint use facility is defined as land or facilities that are owned by the City or another agency and shared between agencies to meet the recreational and physical education needs of both agencies.

The joint use and optimization of community assets benefits both the City and the District. The proposed joint use agreements are equitable for both agencies in accordance with the MOU. All funding approved to perform capital improvements at joint use site(s) will be factored into the parity calculations, which are to be reviewed annually, and mutually revised, by each agency to determine the length of time before maintenance is equally shared.

The consequence of not approving the lease and joint use agreements will mean the loss of much needed recreation assets and loss of the capital investments made at each site over the years. The

City has made an investment of over \$9,798,532 in these five sites over the term of the expired agreements, for which \$5,545,532 has been spent on maintenance costs, \$240,000 in land contribution and \$4,104,000 on capital costs. To date, the total capital, land and maintenance investments at each site are as follows:

Alcott Elementary School	\$ 2,297,700
Cadman Elementary School and Cadman Community Park	\$ 1,568,400
Juarez Elementary School	\$ 1,490,400
Serra High School	\$ 1,507,648
Valencia Park Elementary School	<u>\$ 2,934,384</u>
Total	\$9,798,532

The City and the District have been cooperating in the use of numerous recreational facilities in accordance with the City-District Recreation Agreement of September 1948, and the Memorandum of Understanding between the City and District for the Development and Maintenance of Joint Use Facilities adopted by the San Diego City Council on October 7, 2002 (Resolution No. R-297149), and by the District's Board of Education on October 8, 2002.

Currently, the City has approximately 100 joint use agreements with various school Districts citywide. To date, 36 existing joint use agreements between the City and District have expired, and were temporarily extended on a month-to-month basis pursuant to the Amendment for the Extension of Certain Joint Use Agreements between the City of San Diego and the San Diego Unified School District, adopted by City Council on December 9, 2002 (Resolution No. R-97454.) The sites with expired joint use agreements, extended on a month-to-month basis, include the following:

- | | |
|----------------------------------|--|
| 1. Adams Elementary School | 19. Kennedy Elementary School |
| 2. Alcott Elementary School | 20. King Elementary School |
| 3. Bird Rock Elementary School | 21. Lewis Middle School |
| 4. Cabrillo Elementary School | 22. Mann Middle School |
| 5. Cadman Elementary School | 23. Marston Middle School |
| 6. Clay Elementary School | 24. Mason Elementary School |
| 7. Crown Point Elementary School | 25. Memorial Community Park |
| 8. Dailard Elementary School | 26. Mesa Viking Neighborhood Park |
| 9. Decatur Elementary School | 27. Mira Mesa High School |
| 10. Doyle Elementary School | 28. Ocean Beach Elementary School |
| 11. Ericson Elementary School | 29. Pacific Beach Middle School |
| 12. Field Elementary School | 30. Penn Elementary School |
| 13. Fletcher Elementary School | 31. Serra High School |
| 14. Forward Elementary School | 32. School of Creative and Performing Arts |
| 15. Hardy Elementary School | 33. Tierrasanta Elementary School |
| 16. Hoover High School | 34. Valencia Park Elementary School |
| 17. Jerabek Elementary School | 35. Walker Elementary School |
| 18. Juarez Elementary School | 36. Wangenheim Middle School |

Of the 36 expired or expiring joint use sites, eight will not be renewed due to various reasons, such as: 1) lack of community support; 2) limited recreational use of high school sites; and

3) increased or decreased School District needs. These sites include Decatur Elementary School (School District requested to not renew – field needed by La Jolla High School), Forward Elementary School (use of this site is now governed by a Revocable Lease Agreement), Hoover High School (Recreation Council requested to not renew), Kennedy Elementary School (being replaced with new Kennedy/Porter Twin School), King Elementary School (site has two leases: one for turf fields which expires in 2016, and one for fieldhouse and ballfield lighting of which ballfield lighting never installed, and the fieldhouse will be renewed under a separate ground lease), Mesa Viking Neighborhood Park (adjacent to Ericson Elementary School – not needed by School District), Mira Mesa High School (City and School District agreed to not renew), Ocean Beach Elementary School (site had two leases of which first one covering a portion of site expired – current lease does not expire until 2022 and covers entire site).

The proposed new agreements replace the existing/expired joint use agreements and are consistent with the MOU, which documents financial equity between the two agencies. Seventeen of the expired joint use agreements have been renewed as summarized below:

1. Crown Point Elementary School - renewed by Council action on January 11, 2005
2. Doyle Elementary School - renewed by Council action on January 11, 2005
3. Jerabek Elementary School - renewed by Council action on January 11, 2005
4. Lewis Middle School - renewed by Council action on January 11, 2005
5. Mann Middle School - renewed by Council action on January 11, 2005
6. Marston Middle School - renewed by Council action on January 11, 2005
7. Bird Rock Elementary School - renewed by Council action on May 3, 2005
8. Clay Elementary School - renewed by Council action on May 3, 2005
9. Field Elementary School - renewed by Council action on May 3, 2005
10. Fletcher Elementary School - renewed by Council action on May 3, 2005
11. Hardy Elementary School - renewed by Council action on May 3, 2005
12. Dailard Elementary School - renewed by Council action on October 24, 2005
13. Ericson Elementary School - renewed by Council action on October 24, 2005
14. Mason Elementary School - renewed by Council action on October 24, 2005
15. Penn Elementary School - renewed by Council action on October 24, 2005
16. Tierrasanta Elementary School - renewed by Council action on October 24, 2005
17. Walker Elementary School - renewed by Council action on October 24, 2005

The remaining 11 sites for which joint use agreements have or will expire (including the five in this requested Council action), will be brought to City Council for approval of new joint use agreements within the next three to four months. These sites will continue to function as joint use facilities on an informal month-to-month basis until the new agreements are approved.

The following discussion pertaining to each proposed joint use site which is the subject of this report identifies the size and type of joint use facilities, as well as the associated fiscal impact, in terms of annual maintenance and one-time capital costs. A site evaluation was conducted for each joint use facility to identify any necessary upgrades which would enable the facility to endure another 25 years of use. A compilation of the estimated costs for all sites is offered in the FISCAL CONSIDERATIONS SUMMARY of this report.

Alcott Elementary School:

Alcott Elementary School is located at 4680 Hidalgo Avenue, San Diego, California, 92117, in the Clairemont Mesa Community Planning Area. A 25-year lease and joint use agreement with the District for this school site expired on December 3, 2004 and it has been operating under the month-to-month agreement since that time. The terms of the previous agreements provide for the design, construction, operation and maintenance of approximately 5.01 acres of irrigated, turfed play fields and its associated infrastructure and drainage, one City backstop and four District backstops and related fencing, 0.29 acres skinned infield, 0.14 acres between two infields, 0.56 acre parking lot, and 0.11 acre children's play equipment area, for a total of 6.11 acres.

Fiscal Impact for Alcott Elementary School: Annual maintenance at this joint use site is estimated to be \$47,175 for which funding is budgeted in FY 2006. Irrigation system renovation is needed at this site in order for the improvements to endure the entire length of this new 25-year lease and joint use agreement. Without this renovation, the joint use facilities would not be in compliance with the terms of the joint use agreement. The estimated cost for this renovation is \$75,000. Funding will be added to the Park and Recreation Department Capital Improvements Program (CIP) Budget when it is identified.

Cadman Elementary School and Cadman Community Park:

Cadman Elementary School is located at 4370 Kamloop Avenue, San Diego, California, 92117, in the Clairemont Mesa Community Planning Area. Cadman Community Park is located at 4280 Avati Drive, San Diego, California, 92117, in the Clairemont Mesa Community Planning Area. A 25-year lease and joint use agreement and amendment with the District for this school site expired on December 3, 2004 and it has been operating under the month-to-month agreement since that time. The terms of the previous and new agreements provide for the design, construction, operation and maintenance of approximately 0.48 acres of City property, including irrigated and turfed field and associated underground electrical system, one City backstop with 0.06 acre skinned infield and related fencing.

The terms of the previous and new agreements also provide for the design, construction, operation and maintenance of approximately 3.16 acres of District property including: 2.77 acres of irrigated, turfed play fields (inclusive of the Little Padres Field) and its associated infrastructure and drainage, one City backstop and one Little League backstop and related fencing, and 0.24 acre skinned infields and 0.15 acre area of decomposed granite and concrete between the ballfields. A 1.24 acre portion of the District property was improved in 1999 to create the Little Padres Field.

Fiscal Impact for Cadman Elementary School and Cadman Community Park: Annual maintenance at this joint use site is estimated to be \$30,940 for which funding is budgeted in FY 2006. Irrigation system renovation is needed at this site in order for the improvements to endure the entire length of this new 25-year lease and joint use agreement. Without this renovation, the joint use facilities would not be in compliance with the terms of the joint use agreement. The estimated cost for this renovation is \$75,000. Funding will be added to the Park and Recreation Department Capital Improvements Program (CIP) Budget when it is identified.

Juarez Elementary School:

Juarez Elementary School is located at 2633 Melbourne Drive, San Diego, California, 92123, in the Serra Mesa Community Planning Area. A 25-year lease and joint use agreement with the District for the Juarez Elementary School site expired on December 3, 2004, and it has been operating under the month-to-month agreement since that time. The terms of the previous agreement provided for the design, construction, operation and maintenance of 3.24 acres of irrigated, turfed play fields and its associated infrastructure and drainage, one City backstop and three District backstops and related fencing, one set of bleachers, one 0.25 acre skinned infield, 1.27 acre asphaltic concrete multi-purpose hard courts and 0.11 acre City's children's play area, for a total of 4.87 joint use acres. Two children's play structures within the asphaltic concrete hard court area, installed by the District, will be solely District-maintained. One children's play structure within the passive turf play area, installed by the City, will be solely City-maintained.

Fiscal Impact for Juarez Elementary School: Annual maintenance at this joint use site is estimated to be \$30,600 for which funding will be budgeted in FY 2007. An irrigation pump and minor irrigation repair is needed at this site in order for the improvements to endure the entire length of this new 25-year lease and joint use agreement. Additionally, the hard courts are in need of repair. Without this renovation and repair, the joint use facilities would not be in compliance with the terms of the joint use agreement. The estimated cost for this renovation is \$235,000, which, when spent, will shorten the time in which parity will be met. Funding will be added to the Park and Recreation Department Capital Improvements Program (CIP) Budget when it is identified.

Serra High School:

Serra High School is located at 5156 Santo Road, San Diego, California, 92124, in the Tierrasanta Community Planning Area. A 25-year lease and joint use agreement with the District for this school site expired on August 27, 2002, and it has been operating under the month-to-month agreement since that time. The terms of the previous agreement provided for the design, construction, operation and maintenance of approximately 5.66 acres of joint use area. The joint use area is comprised of 4.71 acres of irrigated and turfed fields with four District backstops and 0.95 acres with six City tennis courts.

Fiscal Impact for Serra High School: Annual maintenance at this joint use site is estimated to be \$70,750 for which funding is budgeted in FY 2007. The tennis courts are in need of resurfacing and some gates need repair. These repairs are needed in order for the improvements to endure the entire length of this new 25-year lease and joint use agreement. The turfed fields require major irrigation repair and turf renovation to adequately serve the high school and community needs for an additional 25 years. Without this renovation, the joint use facilities would not be in compliance with the terms of the joint use agreement. The estimated cost for this renovation is \$670,000. Funding will be added to the Park and Recreation Department Capital Improvements Program (CIP) Budget when it is identified.

Valencia Park Elementary School:

Valencia Park Elementary School is located at 5880 Skyline Drive, San Diego, California, 92114, in the Valencia Park Neighborhood of the Southeast San Diego Community Planning

Area. A 25-year lease and joint use agreement with the District for this school site expired on January 8, 2005. The terms of the previous agreement provided for the design, construction, operation and maintenance of approximately 6.78 acres of irrigated, turfed fields, two City backstops and related fencing. The recreation council did not vote to retain this site as a joint use facility, however the problems they cited (e.g., lack of programmed use of the joint use play fields, dissatisfaction with the safety of the children using the fields: parents traditionally drive across the joint use field to drop off or pick up children for school at this site, and higher maintenance costs due to regular damage to the irrigation and turf from the vehicular activity on the fields), can be easily resolved with the installation of a fence or other type of barrier. Park and Recreation Department staff feels that the lack of programmed use of the fields by the recreation council would change if the safety and field conditions were improved.

Additionally, based on General Plan standards, the Southeast San Diego Community is currently approximately 162 acres deficient in population-based parkland. The Southeast San Diego Community Plan specifies that joint use opportunities should be maximized to help satisfy the park and recreation needs of the community. For these reasons, Park and Recreation Department staff recommends renewal of the joint use agreement for this site.

Fiscal Impact for Valencia Park Elementary School: Annual maintenance at this joint use site is estimated to be \$57,630 for which funding is budgeted in FY 2006, if a new fence, or other barrier, is constructed to protect the turf from vehicular damage. A new fence and turf and irrigation repair is needed at this site to remediate for vehicular damage, and in order for the improvements to endure the entire length of this new 25-year lease and joint use agreement. Without this repair, the joint use facilities would not be in compliance with the terms of the joint use agreement. The estimated cost for turf and irrigation repair and installation of a fence, or other barrier, is \$550,000. If the joint use agreement is terminated at this site, the City is obligated, pursuant to the previous agreement, to remove the joint use facilities and return the area to its original condition. The estimated cost for this remediation work is \$550,000. The Park Planning and Development Division has identified funding to implement the recommended safety and vehicular control improvements, and will create a Capital Improvement Program (CIP) project to be added to the Fiscal Year 2007 CIP Budget. Funding for the turf and irrigation repair work will be added to this CIP project as soon as a source is identified.

FISCAL CONSIDERATIONS SUMMARY:

The maintenance of these joint use facilities have been the responsibility of the Park and Recreation Department's Operating Division for the past 25 years. When parity is met pursuant to the formula outlined in the MOU, the maintenance costs will be shared equally between the City and the District. Parity calculations are outlined in Exhibit B attached to each proposed agreement. Based on the parity calculations, the City will continue to be responsible for maintenance at the five sites within the foreseeable future, with the exception of Cadman Elementary School and Cadman Community Park which will reach parity in January 2007.

Four of the five sites will continue to require standard maintenance, as described in the SUMMARY section of this report, which has been provided during the past term of the agreements. Annual standard maintenance for these four sites is estimated to be as follows, which is currently included in the Park and Recreation Department's Fiscal Year 2006 Operating

Budget. Serra High School is recommended per the MOU, for high schools, to receive an enhanced level of maintenance. The annual increase to the Park and Recreation Department's Operating Budget for both the standard maintenance and enhanced maintenance over the current maintenance budgeted in Fiscal Year 2006 will be requested with annual Operating Divisions' budget requests.

	Currently budgeted (\$8,000/ac/year)	Standard maintenance level (\$8,500/ac/year)
Alcott Elementary School	\$ 44,400	\$ 47,175
Cadman Elementary School	29,120	30,940
Juarez Elementary School	28,800	30,600
Serra High School	45,280	70,750 (@ \$12,500/ac/year)
Valencia Park Elementary School	<u>54,240</u>	<u>57,630</u>
Total	\$201,840	\$235,095

Capital Improvement Requirements: Each of the six sites requires a one-time, capital expenditure to upgrade, renovate or replace facilities in order to endure another 25 years of joint use. Capital improvement costs recommended for each site are as follows:

Alcott Elementary School	\$ 75,000
Cadman Elementary School	\$ 75,000
Juarez Elementary School	\$ 235,000
Serra High School	\$ 670,000
Valencia Park Elementary School	<u>\$ 550,000</u>
Total	\$1,605,000

PREVIOUS COUNCIL and/or COMMITTEE ACTION: None

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

The San Diego City Schools' Board of Education (Board) approved the renewal of Serra High School and Valencia Park Elementary School lease and joint use agreements at their meeting of March 28, 2006. The Board approved the renewal of the lease and joint use agreements for Alcott Elementary School and Cadman Elementary School and Cadman Community Park on May 9, 2006. Juarez Elementary School lease and joint use agreement renewal will be considered by the Board on June 13, 2006.

Park Planning and Development Division staff solicited public input from the appropriate Recreation Councils for each site and received a recommendation for approval to renew the joint use agreements, as follows:

Alcott Elementary School - (North Clairemont Recreation Council, October 19, 2005)
Cadman Community Park and Cadman Elementary School - (North Clairemont Recreation Council, October 19, 2005)
Juarez Elementary School - (Serra Mesa Recreation Council, July 13, 2005)
Serra High School - (Tierrasanta Recreation Council, January 12, 2006)

Valencia Park Elementary School - On July 21, 2005, the Martin Luther King Recreation Council voted to not renew the joint use agreement for Valencia Park Elementary School for the reasons cited in the SUMMARY section of this report.

KEY STAKEHOLDERS AND PROJECTED IMPACTS: (As described above)

Ted Medina, Park and Recreation Director
Originating Department

Deputy Chief/Chief Operating Officer